

## **A. The Interim Period**

### **1. Establish New Governing Board**

#### **a. Board Member Orientation**

Even though every member of the new board may have served previously on a school board, all board members, as representatives of the new organization, should participate in a series of seminars designed to orient the board to the specific responsibilities of a board member of a new school district and the procedures unique to such a district. These seminars might be conducted by the local school boards association, the county office of education, or the California Department of Education.

#### **b. The First Meeting of the New Governing Board**

Within 20 days after the appointment or election of the interim or initial governing board of any newly formed district, the county superintendent of schools having jurisdiction over the district shall call a meeting of the board by giving each member of the board at least 10 days' notice of such meeting by registered mail. (EC 35102)

At the initial meeting of the governing board for the new district, the board shall be sworn in. It shall conduct or transact any other business relating to the affairs of the district that can properly be conducted or transacted at a regular meeting of the board. (EC 35102)

The first governing board of any new district shall, at the first meeting of the board or as soon as practicable thereafter, name the district and select one of its members as its representative, who shall have one vote for each member to be elected to the county committee on school district organization. See Appendix L for a sample agenda of the first organizational meeting of the new board. (EC 35000, 35023, 35102)

#### **c. Board Appointments**

At the initial meeting of the governing board for the new district, the board shall appoint such officers as boards of its class are required to appoint at annual meetings. (EC 35102)

##### **i. Executive Committee Appointment**

The governing board of any school district may appoint an executive committee. In the case of a governing board that has appointed a clerk, the committee shall consist of the president, the clerk, and one other member of the board. In the case of a governing board that has not appointed a clerk, the committee shall consist of the president and two members of the board. The committee shall attend to the routine business of the board. Its action shall be reported to the board for ratification at its first meeting. (EC 35024)

ii. Tasks to Be Completed by the New Governing Board

(a) Adopt Selection Criteria for Superintendent

The board should seek assistance in defining the qualifications the board desires for the superintendent of the district and request assistance in the screening and selection process of locating candidates for the position. This process should take priority over all but legally required items on the board's agenda.

(b) Hire Superintendent

The hiring of the district superintendent should be completed as soon as possible because the superintendent, as a full-time dedicated employee of the district, will enable the governing board to broaden the scope of activities required to bring the district to operational capacity. The hiring of a district superintendent should be conducted in strict adherence to the selection criteria developed by the board. (It is recommended that the California School Boards Association be contacted for information or assistance.) The district superintendent must be able to work with the board and the community in consolidating the most desirable aspects of each of the component districts to provide students of the new district with the finest possible educational program.

(c) Establish Philosophy and Goals

An important task of governing the school district is to establish a sound philosophy and set of goals that the board and district administrators can use to develop administrative, educational, and business-related policies and practices. A clearly defined philosophy and set of goals will mitigate the ambiguity associated with creation of the new district and expedite the development of policies and practices for the district.

(1) Develop Mission Statement

In the mission statement, the school district should clearly establish its purpose to the students and the communities it serves. A mission statement will help to define the district throughout the community while communicating the main objective of the board and administration.

(2) Review/Amend Board Bylaws, Policies, and Administrative Regulations

Inasmuch as the new school district will use, to some extent, guiding documents from the prior district(s), it will be necessary to amend those bylaws, policies, and administrative regulations. The California School Boards Association maintains current, updated samples of board bylaws, policies, and administrative regulations.

Because its attorneys follow legislation closely and continually prepare new samples, a new district would be well advised to investigate these at the outset.

(The California School Boards Association provides a fee service for assisting school districts in the development and maintenance of policies, regulations, and board bylaws.)

(d) Develop Policies and Procedures

The process of developing policies and procedures should begin at the first meeting of the new board, with first priority being the hiring of the superintendent. If there is to be a span of time between the board's election and the selection of the superintendent, a statement of personnel philosophy should be developed.

(e) Define Administrative Organization

The development of an organizational framework and the assignment of personnel to positions within that framework are priority tasks of the district superintendent and the board. Initially, an executive team should be identified and charged with the responsibilities of developing specific aspects of the school system. Personnel will continue to be anxious until staff members see their place within the total system.

(f) Develop Communications Program

For a period of time, the people who voted to create the unified school district will wonder about the effectiveness of their creation. Communicating with the public, as well as with the staff, is a shared and important responsibility of all. An effective communications program, including internal communications as well as public information, must be developed and implemented.

(g) Determine Grade-Level Organization and Educational Program Extension

The varying grade-level organizations of the component districts should be standardized as early as possible. In addition, the most desirable facets of each component district's educational program must be identified, and measures should be taken to extend those programs to all schools of the new district wherever applicable. The number of such programs that can be implemented in the first year of operation must be determined; and, basic to such decisions, an inventory should be developed of all specialized programs along with a thorough analysis of the costs of each program.

(h) Develop Facility Master Plan

A districtwide master plan should be developed to fulfill multiple planning needs of the new district. The facility master plan should

include population and assessed value projections, site locations, space adequacy surveys of existing buildings, and projections of needed facilities. The School Facilities Planning Division of the California Department of Education may be able to assist the new district.

(i) Establish Interim Budget

The interim budget should be established to plan revenues, commitments, and expenses during the period in which the district is initially forming but not yet operational. The interim budget should include sources and uses of cash for the period between the seating of the governing board and the first full fiscal year of operations.

(1) Anticipated Expenses

Anticipated expenses during the interim period should provide for, but not be limited to, securing facilities and equipment, acquiring staff and necessary consultants, travel, purchasing supplies and materials, including textbooks, insurance, and contract fees (i.e., food services, transportation, special education, and so forth). The anticipated expenses shall be defined in the initial operating budget, allowing for reserves for economic uncertainties.

(2) Available Resources

All available resources should be considered during the formation of a new school district. Resources, whether in the form of in-kind, direct revenue, loans, and/or grants, will be required to bring a school district from concept to reality.

Issues to be considered:

- ï Grant availability
- ï Loan availability
- ï Community partnerships
- ï Direct revenues
- ï General obligation bonds
- ï Special taxes
- ï Special district tax revenues

(j) Acquire Interim Funding

Under the provisions of Education Code Section 41360, loans may be made to newly formed school districts to accommodate certain expenses associated with the formation of the district. The loan may be requested by application from funds in the Public School District Organization Revolving Fund upon certification by the county superintendent of schools and approved by the Superintendent of Public Instruction.

(k) Establish District Identity

Reorganization of an existing school district or creation of a new district typically involves, at minimum, a change of name, district accounts, contracts, and other identifiers used by various agencies, including the California Department of Education. Regardless of the status of the change, the new identity of the district should be established and confirmed by each of the district's contacts at the earliest possible time. Additionally, the new district should actively work to:

- (1) Establish Relations with City, County, and Other Local Government Agencies
- (2) Develop System or Method for Promoting Community Relations and Contacts

ï File Nonprofit Corporation Documents

A new district may need to file new articles of incorporation or changes to them with the appropriate state official or adopt or change articles of an association if there is to be such a corporation and/or unincorporated organization under the auspices of the district (e.g., private operating foundations, organization providing scholarship benefits, or student aid to individuals). In addition, the nonprofit corporation/organization may be required to file various Internal Revenue Service (IRS) forms to be tax exempt. Refer to IRS Publication 557, *Tax-Exempt Status for Your Organization*, and Package 1023, *Application for Recognition of Exemption*, for further information. These may be obtained by calling the IRS at 1-800-829-3676. Assistance from legal counsel in this area may be especially prudent.

ï Amend City Charter

In those cities and school districts governed by a city charter, a change in the status, name, and organization of the school district should be reflected in the city charter.

ï Make Name Changes on All Documents

The California Department of Education, in cooperation with the California Department of Finance, has developed a common county-district-school (CDS) coding system. The Information Systems and Services Division of the Department is responsible for the CDS coding system. Application for CDS codes for the new district and all schools within the district should be sent to the CDS coordinator of this division.

(l) Acquire or Modify Central Office Facilities

Central office staff will need to be accommodated as they are hired. For this reason, new central office facilities may be required or existing facilities may need modification.

The district superintendent should initiate a study to determine the facility requirements for work to be conducted by central office staff. The study should be developed to ensure that facility needs will be met within financial and schedule constraints.

(m) Hire Management Staff

In conjunction with an approved organizational framework, the management staff for all functional entities of the school district shall be hired and assigned their positions and responsibilities to bring the district up to operational capability. In addition to regular staff, the following should be retained:

(1) Legal Counsel

The governing board should retain legal counsel to perform the necessary procedural review and provide consulting services required by school districts.

(2) Accounting and Auditing

The governing board should retain an accounting and auditing firm to provide the necessary procedural review and consulting services required of school districts. The office of the county superintendent of schools must be contacted to identify county- and state-level accounting requirements.

(3) Consultants

In the absence of permanent staff, the governing board may wish to retain consultant services for personnel processing and initiation/development of systems for the business, administration, personnel, and educational functions of the district.

(n) Develop Management Plan

As the above requirements are defined, they should be incorporated into a formalized, written management plan. The purpose of the management plan is to develop the functions of each component of the district. The management plan should be developed with a high level of interaction between the governing board, superintendent, staff, county superintendent, expert consultants, and community members.

**Table 8.1**  
**Major Tasks for the Interim Period**

	<i>Begin Task</i>	<i>Target Completion Date</i>	<i>Actual Completion Date</i>	<i>Comments</i>
1. Establish New Governing Board				
a. Orientation of Board Members				
b. First Meeting of New Board—Business				
i. Name the District				
ii. Select School District Organization Representative				
c. Board Appointments				
i. Executive Committee Appointment				
ii. Tasks for New Governing Board				
(a) Adopt Selection Criteria for Superintendent				
(b) Hire Superintendent				
(c) Establish Philosophy and Goals				
(1) Develop Mission Statement				
(2) Review/ Amend:				
(i) Board Bylaws				
(ii) Policies				
(iii) Administrative Regulations				
(d) Develop Policies and Procedures				
(e) Define Administrative Organization and Educational Programs Extension				
(f) Develop Communications Program				

**Table 8.1**  
**Major Tasks for the Interim Period (Continued)**

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	<i>Begin Task</i>	<i>Target Completion Date</i>	<i>Actual Completion Date</i>	<i>Comments</i>
(g) Determine Grade-Level Organization and Educational Programs Extension				
(h) Develop a Facilities Master Plan				
(i) Establish Interim Budget—Identify:				
(1) Anticipated Expenses				
(2) Available Resources				
(j) Acquire Interim Funding				
(k) Establish District Identity				
(1) Establish Relations with City, County, and Other Local Government Agencies				
(2) Develop System/Method for Community Relations and Contacts				
(i) File Nonprofit Corporation Documents				
(ii) Amend City Charter (if applicable)				
(iii) Make Name Changes (All Documents)				
(l) Acquire/Modify Central Office Facilities				
(m) Hire Management Staff and:				
(1) Legal Counsel				
(2) Auditing Firm				
(3) Other Consultants				
(n) Develop Management Plan				



## **B. The Design Period**

With the major components defined in the management plan, the school system can be designed so as to ensure that the adopted requirements are valid and can be met. During the design of the school system, three groups work together to define how the district will operate on a day-to-day basis: the governing board, administration, and community volunteers. Formally adopted board policies, government statutes, and constituent preferences should be used, and district procedures, capabilities, functions, and systems should be developed and documented as a school systems implementation master plan. This plan will serve to provide direction and guidance to staff and constituents who will further develop the school district.

### **1. Establish Administrative Policies and Procedures**

The process of developing policies and procedures should begin at the first meeting of the new governing board. The governing board, with the assistance of the district superintendent, should develop rules or guidelines governing district operations. These policies should be published and made available at the earliest possible date.

#### **a. Establish Board Bylaws, Policies, and Administrative Regulations**

The new governing board should establish board bylaws, which are the rules governing the internal operations of the governing board. The bylaws should address rules of governance (e.g., policy manual, meetings, agenda, minutes), rules on organization (e.g., terms of office, officers, committees), and rules on membership (e.g., authority limits, filing vacancies, conflict of interest) of the board. The new governing board policies should reflect the board's expectations of administration. The policies should include such areas as administrative staff organization (e.g., the organizational chart and lines of responsibility).

The superintendent shall develop administrative regulations that specify required actions and design detailed arrangements under which the schools will be operated. Administrative regulations are approved by the board and are included in the district's policy manual.

#### **b. Establish Public Relations Policy**

Public relations policies need to address such issues as communicating with the public; participation by the public; and activities involving the public, staff, students, and use of facilities. These policies also need to consider relations with other governmental agencies, associations, educational organizations, and private industry.

#### **c. Change Bylaws for Participant Organizations**

Frequently school districts have legal ties to agencies (through a joint powers agreement) and other associations. Because of these ties, the bylaws should be reviewed for necessary changes.

d. Initiate Negotiations with Old Districts

It will be necessary to negotiate the acquisition and release of certain assets, records, and other items from the old district. Negotiators for the new district should be aware of those items necessary for future student needs and the district's ability to compensate for items above and beyond an equitable distribution.

Issues to be considered:

- i. Assets
- ii. Records retention (all districts)
- iii. Memorabilia
- iv. Existing waivers
- v. Existing contracts

e. Define Administration and Confidential Staffing Requirements

The executive management team, in concert with the organizational plan for the new district should develop staffing requirements and identify priorities for hiring of personnel as soon as possible to assist in expanding and developing the new district. A master staffing schedule should be developed.

f. Conduct Policy Review and Adoption

In accordance with adopted governing board bylaws, the board should conduct the required review process (e.g., request staff and community opinions) on the proposed administration policies prior to adoption. Following the completion of the review process (responses received/changes initiated), the policies should be placed on the agenda for adoption.

2. Business Operations Policies and Procedures

The business operations system is responsible for a significant portion of the operational planning and conduct of the district, including budgetary preparation and control, purchases, payments, audits, and reports. Additionally, this system may be assigned responsibility for personnel, maintenance, operations, transportation, cafeteria, furniture, equipment, and facilities.

a. Define Management System

The management system for each entity of the business operations division should be adequately defined so that the system is well understood by the governing board, staff, and concerned members of the community.

b. Define Fiscal Services Functions

The fiscal services function typically incorporates all financial and reporting entities. The function should be designed so that state, county, and district reporting requirements are met.

- i. County office interface - Issues to be considered:
  - (a) Perform audits of dissolving districts
  - (b) Review county office accounting and data-processing requirements
- ii. Finance - Issues to be considered:
  - (a) Identify required funds/accounts with governmental, proprietary, and fiduciary entities
  - (b) Perform calculation of the new revenue limit
- iii. Payroll - Issues to be considered:
  - (a) Employee payroll
  - (b) Employee timekeeping
  - (c) Employee deductions
- iv. Accounting - Issues to be considered:
  - (a) New chart of accounts conforming to state-adopted standards
  - (b) Records storage
  - (c) Accounts receivable - district
  - (d) Student body accounting
- v. Budget development

c. Define Purchasing Function

The purchasing function typically incorporates all components of the procurement process, from acquisition to distribution. This function should be designed so that it is well integrated with financial operations functions; central office and site locations can order and obtain materials, supplies, furnishings, and equipment; and vendors can be paid in a timely manner.

Issues to be considered:

- i. Contracts
- ii. Purchase orders
- iii. Travel authorization
- iv. Inventory

- v. Warehousing
- vi. Distribution
- d. Define Maintenance and Operations Functions

The maintenance and operations functions typically encompass all tasks related to facilities and transportation. Effort will be required to analyze, define, and standardize operating policies and procedures, staffing and job classifications, and work programs for the buildings, equipment, and transportation of the district.

Issues to be considered:

- i. Facilities maintenance, including:
  - (a) Deferred maintenance
  - (b) Maintenance
  - (c) Repair
  - (d) Use of school property
  - (e) Equipment
  - (f) Vehicles
- ii. Transportation plans, including:
  - (a) Routing
  - (b) Scheduling
  - (c) Ride sharing
  - (d) Fees for transportation
- e. Define Information Systems

Information systems are used to store, manage, analyze, and report data that are needed for a variety of district functions. In addition, communication functions are generally included as part of a district's information system. Because many of the functions of an information system require specific expertise and/or expensive dedicated equipment, they are often handled regionally by county offices of education or through joint powers agreements among several districts. Typical functions include:

- i. Finance

The financial system offers a mechanism to track financial records and to maintain accurate account balances. The reports generated can also be used to provide audit and control services and to reconcile cash accounts.

ii. Accounting

The accounting system should be designed to create and maintain vendor warrant requests, purchase orders, encumbrances, and a unique vendor information file; create financial transaction records for budgetary encumbrances and financial expenditures; track and record data necessary for sales and income tax reporting to governmental agencies; maintain on-line history of warrant/purchase order transactions; create invoices and dunning letters according to district specifications; post receipt of invoice and noninvoice payments and issue affidavit of deposit documents; interface with the financial system to detail and summarize payment and receipt transactions; maintain customer and payment histories; and generate necessary reports required to monitor/audit the accounting system functions and identify delinquent accounts, sales activities, and operational needs.

iii. Payroll

The major functions of a payroll system would include creating monthly payroll warrants and processing annual W-2 forms, tracking applicable retirement contributions, meeting federal and state reporting requirements (including taxes and unemployment insurance), calculating applicable statutory and health and welfare benefits, and posting payroll expenditures to the proper accounts for financial reporting.

iv. Personnel

The personnel system contains databases related to affirmative action (if legally required or permissible); position control, employee attendance, professional credentials, and positions held. A salary projection system should be created that calculates the projected cost of salaries and benefits for use in the budget development process.

v. Student information system

The major components of a K–12 administrative student information system include scheduling, daily and period attendance accounting, grade reporting, and proficiency assessment scoring. Pertinent data should be maintained in a history file from which California guidance transcripts are generated. The student systems should include a variety of preformatted and ad hoc reporting capabilities, locker assignments, and summer school records.

vi. Stores (Warehouse Inventory)

The stores inventory system should be designed to maintain warehouse inventory, receipts, and returns; provide on-line entry for warehouse customer orders and automatically issue invoices to customers; and create reports for a warehouse catalog, stock status, stock shortage, long-range commodity sale trends, vendor performance, and shipment backorder history.

vii. Fixed assets

The fixed assets system can be designed to maintain an asset inventory and create an asset history file, track transferred and retired assets, calculate depreciation, and accommodate unique district reporting needs.

viii. Telephone system (voice-mail)

ix. Computer system, including:

- (a) E-mail
- (b) Network support
- (c) Hardware/software purchases
- (d) Internet

f. Design Food Services Program

The board and administration should decide whether to establish or continue cafeteria operations and should design the kind of program desired and the level of service offered. Decisions should be made regarding staffing requirements, participation, and cost. Operational policies should be defined in all respects.

Issues to be considered:

- i. Requirements
- ii. Operations
- iii. Procurement and inventory process

g. Define Business Operations Staffing Needs

Staffing needs for all business operations functions should be consolidated for review and evaluation against projected resources. Changes in specific staffing requirements should be considered with the design of any given function to ensure that the system design is compatible with the available human resources. A master staffing schedule should be developed.

h. Conduct Policy Review and Adoption

All business operations policies should be reviewed to ensure compatibility with systems and with the district's philosophy, mission, and goals.

3. Educational Services Policies and Procedures

a. Establish Goals and Objectives - Instruction

The new governing board should work with the community to establish educational goals and objectives relevant to the lives and futures of the students of the district. The goals and objectives should include, but not be limited to, the overall district philosophy and goals, a process for planning and evaluating the

instructional program, and a method for keeping abreast of educational trends and changing student needs. These goals and objectives should include the specific role of the board and the superintendent in the process.

b. Establish Goals and Objectives - Students (Pupil Personnel)

The new governing board should establish goals and objectives that focus on the students' welfare, both physical and educational. To establish these goals and objectives, the board should work closely with parents or guardians and the community to best understand the needs and interests of all involved. These goals and objectives should include the role and relationship of each party involved (e.g., board, superintendent, parents).

c. Analyze Existing Programs

The new governing board should analyze the existing programs of the original districts (kindergarten through grade eight and grades nine through twelve) to determine which, if any, conform to the goals and objectives of the new school district and which require new policies and procedures to be instituted.

d. Develop Curriculum and Instruction Requirements

The development of curriculum and instruction requirements must reflect the district's established goals and objectives, with emphasis on students' needs and legal requirements. The community's needs and desires should also be considered during the development process. The items listed below should be addressed. These items are not all inclusive; the governing board may require that additional items be considered.

- i. Adult education
- ii. Advanced placement
- iii. Alternative schools
- iv. Articulation (i.e., curriculum strands/framework alignment)
- v. Categorical entitlements

**Mega-Items Appropriations**

Administrator Training  
Agricultural Vocational Education  
American Indian Education Centers  
Beginning Teacher  
Bilingual Education  
Bus Replacement  
Child Nutrition  
Class Size Reduction  
Court-Ordered Desegregation  
Demo Programs in Reading/Math

Dropout Prevention  
Economic Impact Aid  
Educational Technology  
EISS  
Environmental Education  
Foster Youth Program  
Gifted and Talented Education  
Institute for Computer Tech.  
Instructional Materials, 9–12  
Instructional Materials, K–8  
Intersegmental Programs  
Mentor Teacher  
Miller-Unruh Reading  
American Indian Education  
Opportunity Programs  
Partnership Academies  
Pupil Transportation  
Reader Services for the Blind  
School-Based Management  
School Dev Plans & Res Cons.  
School Improvement, K–6  
School Improvement, 7–12  
Specialized Secondary  
Student Vocational Education Organizations (Prop. 98)  
Teacher Dismissal Apportionment  
Tenth-Grade Counseling  
Voluntary Desegregation  
Year-Round School

### **Non-Mega-Item Appropriations**

Adult Education  
Adult Education for CalWorks  
Adult Education (FF)\*  
Adults in Correctional Facilities  
Advancement via Individual Determination  
Apprentice Program  
Byrd Scholarship Program (FF)  
California School Information Services Program  
Character Education (FF)  
Charter Schools (FF)  
Child Care Facilities  
Child Development

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\* Federal funds



Child Development (FF)  
Child Nutrition  
Child Nutrition (FF)  
Child Nutrition (Non-98)  
Class Size Reduction  
Community Day Schools  
Continuation Schools  
County Fiscal Oversight  
Deferred Maintenance  
Digital High School Program  
Drug-Free Schools (FF)  
Emergency Immigrant Education (FF)  
Environmental Education  
Gang Risk Intervention  
Goals 2000  
Healthy Start  
High Risk Youth & Public Safety  
Indian Education Centers (Non-98)  
Intergenerational Program (Non-98)  
Learn and Serve America Program (FF)  
Library Protection  
Lottery  
Low Performing Schools  
Partnership Academies  
Pupil Assessment  
Pupil Residency Verification  
ROC/Ps  
San Diego COE Regional Technology Center  
School Crime Report  
School Violence Reduction  
School/Law Enforcement  
Special Education  
Special Education Deficiency (96/97)  
Special Education Equalization  
Special Education (FF)  
Staff Development  
Administrator Training  
Beginning Teacher  
Exploratorium  
Geographical Education  
Staff Development Day Buyout  
Standardized Account Code  
Student Vocational Education Organizations  
Summer School  
Technology Literacy Challenge Grant  
Title I (Chapter 1) Migrant (FF)

Title I (Chapter 1) ESEA (FF)  
Title II ESEA (Professional Development)  
Title VI (Chapter 2) ESEA (FF)  
Tobacco Use Prevention  
Vocational Education -JTPA  
Vocational Education (FF)  
Year-Round Incentive Grants (95/96 shortfall)

e. Define Student Services Policies and Procedures

Policies and procedures should be considered for the following items in student services if appropriate/applicable to the new district; many are required by law. These items are not all inclusive. The law may require additional items and/or the governing board may desire considering additional items.

- i. Attendance/Admission
- ii. Child welfare and attendance
- iii. Child care
- iv. Discipline - suspension/expulsion
- v. Dropout prevention
- vi. Grades/evaluation of achievement
- vii. Grants
- viii. Guidance/counseling services
- ix. Health services (e.g., nurses, health aides)
- x. Married/pregnant/parenting students
- xi. Nonpublic school contracts
- xii. Promotion/acceleration/retention
- xiii. Psychological services
- xiv. School Attendance Review Board (SARB)
- xv. Special education transportation
- xvi. Student assessment (testing)
- xvii. Student promotion
- xviii. Student records (cum folders)
- xix. Parent information handbook
- xx. Student handbook
- xxi. Merit system election

f. Conduct Policy Review and Adoption

In accordance with adopted governing board bylaws, the board should conduct the required review process (e.g., request staff and community opinions) on the proposed instruction/student policies prior to adoption. Following the completion of the review process (when responses are received and changes initiated), the policies should be placed on the agenda for adoption.

Issues to be considered:

i. Instruction

ii. Students (Pupil Personnel)

g. Define Educational Services Staffing Requirements

To ensure that the interests of the students and the educational program are served, the staffing requirements must be defined following the development of the curriculum/instruction requirements. The governing board must be cognizant of staffing in accordance with law (i.e., certification). A master staffing schedule should be developed.

4. Design Personnel Function Policies and Procedures

The policies/procedures should identify the relationship between the people who operate the district and those who provide the educational leadership for programs and services. The policies and procedures should provide employees with an understanding of their position and their relationship to other staff. It is important that the policies address employee rights, privileges, and responsibilities that include, but are not limited to, such areas as representation, leaves, fringe benefits, assignments, evaluations, and promotions. To this extent, district personnel should be involved in the development process.

a. Establish Goals and Objectives

In establishing goals and objectives, the governing board should consider how it will obtain and keep the qualified personnel it desires for the district. The goals and objectives should be developed in conjunction with employee organizations and administrative staff and should comply with all requirements of law and regulations (e.g., equal employment opportunity [if legally required or permissible]).

b. Define and Establish Personnel Function

The governing board should define and establish the personnel function as outlined in the policies and procedures and the goals and objectives. The personnel function should also include the development of job descriptions and a study of salary schedules with an analysis of the salary placement of each staff member. This analysis will require the establishment of a standard form for personnel data collection.

Issues to be considered:

- i. Develop hiring plan and staff formulas
  - (a) Initial personnel requirements
  - (b) Priority personnel requirements
  - (c) Final personnel requirements
  - (d) Determine credential and waiver requirements
- ii. Review obligations to employees
- iii. Review Education Code for obligations mandated by unification
  - (a) Conduct staff survey to determine district choice
  - (b) Establish transferring staff salary placement and fringe benefit
- iv. Review existing labor contracts with unions and the Public Employment Relations Board (PERB)
- v. Determine need for reclassification studies
- vi. Review and update personnel forms
- vii. Develop evaluation and process/instruments
- viii. Develop work stoppage plan
- ix. Develop integration plan for existing and new employees
  - (a) Develop new employee orientation program
  - (b) Develop process to transfer and store personnel records
  - (c) Develop employee handbooks
  - (d) Develop Medicare payment policy
- x. Contact PERB as resource
- xi. Negotiate, recertify, or decertify labor contracts with unions (PERB)
- xii. Develop salary schedules
- xiii. Develop fringe benefits package
- xiv. Determine reemployment rights and affected staff
- xv. Analyze new job requirements and write job descriptions

- xvi. Priority personnel processing
  - (a) Assign classified staff
    - (1) Volunteers
    - (2) Substitutes
  - (b) Assign certificated staff
    - (1) Volunteers
    - (2) Substitutes
    - (3) Mentors
  - (c) Ensure transfer of employee records
- xvii. Study benefits of early retirement programs
- xviii. Determine retiree obligations and liabilities (AB 528)
- xix. Conduct policy review and adoption

Upon completion of all personnel services policies/procedures, a review should be conducted to ensure compatibility with the district's philosophy, mission, and goals. The review process should be conducted in accordance with adopted governing board bylaws. Following completion of the review process, the policies should be placed on the agenda for adoption.

## 5. Develop School Systems Implementation Master Plan

The purpose of the school systems implementation master plan is to specifically identify the operating plans of all systems supporting the school district and the resources required to establish them. Additionally, the plan should include issues and specific actions to mitigate or resolve them. When developed, this plan will provide direction to the incoming operations team, serve as a reference tool for the governing board, and provide accountability to the community.

## C. The Implementation Period

The school systems implementation master plan contains all components needed to effectively operate the district. This implementation plan, including operational policies and resource plans to be used as the blueprint of the district, and its initial operations should be approved by the board and well understood by those carrying out specific tasks.

### 1. Administration Program Operations

In accordance with board-approved policies, administrative personnel will begin their function of providing leadership to the district and the at-large educational community, ensuring that the district is in compliance with all relevant educational laws, policies, and regulations. The superintendent serves the chief administrative officer to the district and the ex-officio secretary to the board of education.

**Table 8.2**  
**Major Tasks for the Design Period**

Page 1 of 3

	<i>Begin Task</i>	<i>Target Completion Date</i>	<i>Actual Completion Date</i>	<i>Comments</i>
1. Establish Administrative Policies and Procedures				
a. Establish Board Bylaws/Policies/Administrative Regulations				
b. Establish Public Relations Policy				
c. Change Bylaws (Ties to Other Agencies)				
2. Business Operations Policies and Procedures				
a. Define Management System				
b. Define Fiscal Services Functions				
i. County Office Interface				
ii. Finance				
iii. Payroll				
iv. Accounting				
v. Budget Development				
c. Define Purchasing Function				
i. Contracts				
ii. Purchase Orders				
iii. Travel Authorization				
iv. Inventory				
v. Warehousing				
vi. Distribution				

**Table 8.2**  
**Major Tasks for the Design Period (Continued)**

Page 2 of 3

	<i>Begin Task</i>	<i>Target Completion Date</i>	<i>Actual Completion Date</i>	<i>Comments</i>
d. Define Maintenance and Operation Functions				
i. Maintain Facilities				
ii. Prepare Transportation Plans				
e. Define Information Systems				
i. Finance				
ii. Accounting				
iii. Payroll				
iv. Personnel				
v. Student Information System				
vi. Stores (Warehouse Inventory)				
vii. Fixed Assets				
viii. Telephone System (voice-mail)				
ix. Computer System				
f. Design Food Service Program				
g. Define Business Operations Staffing Needs				
h. Conduct Policy Review and Adoption				
3. Educational Services Policies and Procedures				
a. Establish Goals and Objectives - Instruction				
b. Establish Goals and Objectives - Students (Pupil Personnel)				
c. Analyze Existing Programs				

**Table 8.2**  
**Major Tasks for the Design Period (Continued)**

*Page 3 of 3*

	<i>Begin Task</i>	<i>Target Completion Date</i>	<i>Actual Completion Date</i>	<i>Comments</i>
d. Develop Curriculum and Instruction Requirements				
e. Define Student Services Policies and Procedures				
f. Conduct Policy Review and Adoption				
g. Define Educational Services Staffing Requirements				
4. Design Personnel Function Policies and Procedures				
a. Establish Goals and Objectives				
b. Define and Establish Personnel Function				
c. Conduct Policy Review and Adoption				
5. Develop School Systems Implementation Master Plan				



a. Publish Board/District Directory

A directory of all district personnel and board members should be developed soon after staffing decisions have been completed. Additionally, a schedule of pertinent district events and board meetings should be published.

b. Report Cards and Calendars

School-year calendars need to be finalized and made public. Also, the process and the assignment of responsibility for developing the individual School Accountability Report Cards should be finalized.

c. Adopt First-Year Budget

Administrative personnel need to take the necessary steps to obtain board adoption of the first-year budget. Steps will include, but not be limited to, arranging a public hearing and necessary notification of the public hearing and preparing a budget presentation to the board.

2. Business Services Program Operations

The business services program provides business and support services to the district, including financial accounting and reporting; payroll processing, budget preparation, monitoring, and revision; financial auditing; attendance accounting; unemployment insurance management; and risk management.

a. Establish Insurance Contracts

Existing insurance documents should be examined to ensure that name changes, increases/decreases in facilities and other property, staffing changes, and so forth are reflected. The process should be coordinated with a review of property inventories.

Issues to be considered:

- i. Property and liability
- ii. Fire coverage
- iii. Parent-Teacher Association (P.T.A.) and volunteer coverage

b. Establish Food Services Program

Once a decision has been made to establish or continue a food service program, the staff should take into account the needs of students and their families to help determine and design the type of program and level of service. Then staffing levels, participation criteria (and projected participation), and costs for the service will need to be determined.

Issues to be considered:

- i. Purchasing
- ii. State free and reduced price contracts

- iii. Surplus commodities
- iv. Bookkeeping
- v. Vendors
- vi. Supplies
- vii. Extra services
- viii. Breakfast programs
- ix. Accounts payable

c. Establish Transportation Functions

The need for both regular and special education transportation should be determined, and then a transportation program should be put in place that meets those needs. Options for providing a complete transportation program (i.e., contracting with a private server, county office of education, or another school district) should be examined when making these decisions.

Issues to be considered:

- i. Reregister vehicles
- ii. Publish bus routes and schedules
- iii. Schedule bus inspections with California Highway Patrol

d. Establish Maintenance and Operations Functions

A program to establish maintenance and operations services for the district office and school sites should be established. The transportation function may include repair and modifications of existing structures; electrical support of workstation relocations; service for heating, ventilation, and air conditioning systems; lighting; plumbing; emergency power systems; painting; furniture repair and general maintenance as necessary; landscaping; custodial cleaning and maintenance; security and fire systems; monitoring and scheduling of private security patrols; and issuance of building access cards and/or keys.

Issues to be considered:

- i. Department reorganization
- ii. Vendor contracts
- iii. County contracts/city contracts (e.g., grounds, etc.)
- iv. Leases, sale of property/transfer property
- v. Deferred maintenance plan/determine infrastructure needs at facilities
- vi. Coordination of purchasing with new contracts

- vii. Custodial/Ground workload - with personnel
- viii. Grounds workload - athletic facilities and equipment
- ix. District inventories - property appraisal
- x. Copy machine contracts
- xi. Asbestos plan
- xii. Surplus properties
- xiii. Facility architect plan - gas, electric, water
- xiv. Interface telephone systems
- xv. Bids for new contracts
- xvi. Security - keys, alarm systems
- xvii. Mail service
- xviii. Moving and/or receiving
- e. Provide Furniture and Equipment
 

A property inventory should be completed and compared with property needs of the new district. New furniture and equipment needs should be identified. A study of surplus property should be undertaken.
- f. Establish School Site Administration
 

Issues to be considered:

  - i. Bank accounts
  - ii. Disaster preparedness plans
  - iii. Safety committee
  - iv. Organizational memberships
  - v. Staff
  - vi. Operating procedures
- g. Develop First-Year Budget
 

The budget for the first year of the new district's operation should be set up in the financial system. Budget instructions and schedule should be prepared, and the salary projection system should be coordinated with the personnel, information system, payroll, and program managers. Revenue estimates should be made in consultation with program managers. Budget preparation may be an appropriate time to provide in-service training on the budget development system.

### 3. Articulation Program Operations

- a. Select and Document Curriculum Strands/Frameworks and Form Staff Curriculum Articulation Committees
- b. Conduct Staff Development
- c. Evaluate/Select Educational Materials

Issues to be considered:

- i. Textbooks
  - (a) Adoption cycle
  - (b) Review component/former districts' selection/use
  - (c) Framework alignment
- ii. Other educational materials and equipment
  - (a) Audiovisual components
  - (b) Inventories
  - (c) Contracts
- iii. Standardized tests
- d. Establish Library Services

### 4. Personnel Program Operations

- a. Establish Personnel Services Function

To implement the plan, operational procedures (functions) for personnel services should be established and adopted by the board. They should give clear direction to those carrying out specific tasks. The items listed below should be addressed. These are not all inclusive; many other functions may be established as the plan is further developed.

- i. Develop volunteer pool
- ii. Develop substitute pool
- iii. Review existing/pending personnel judgments
- iv. Review/divide workers' compensation cases
- v. Determine status of leave rights of transferring staff
- vi. Determine seniority lists
- vii. Determine layoff status due to reduction in force (RIF) including rehire rights
- viii. Provide panel hearings as requested

- ix. Handle final personnel processing and assignment
  - (a) Assign classified staff
    - (1) Volunteers
    - (2) Substitutes
  - (b) Assign certificated staff
    - (1) Volunteers
    - (2) Substitutes
    - (3) Mentors

**Table 8.3**  
**Major Tasks for the Implementation Period**

	<i>Begin Task</i>	<i>Target Completion Date</i>	<i>Actual Completion Date</i>	<i>Comments</i>
1. Administration Program Operations				
a. Publish Board/District Directory	_____	_____	_____	_____
b. Develop Report Cards and Calendars	_____	_____	_____	_____
c. Adopt First-Year Budget	_____	_____	_____	_____
2. Business Services Program Operations				
a. Establish Insurance Contracts	_____	_____	_____	_____
b. Establish Food Services Program	_____	_____	_____	_____
c. Establish Transportation Functions	_____	_____	_____	_____
d. Establish Maintenance and Operations Functions	_____	_____	_____	_____
e. Provide Furniture and Equipment	_____	_____	_____	_____
f. Establish School Site Administration	_____	_____	_____	_____
g. Develop First-Year Budget	_____	_____	_____	_____
3. Articulation Program Operations				
a. Select and Document Curriculum Strands/Frameworks	_____	_____	_____	_____
b. Conduct Staff Development	_____	_____	_____	_____
c. Evaluate/Select Educational Materials	_____	_____	_____	_____
4. Personnel Program Operations				
a. Establish Goals and Objectives	_____	_____	_____	_____
b. Define and Establish Personnel Service Function	_____	_____	_____	_____

Blank